

# Overview of Adult Education

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L E G I S L A T I V E   A N A L Y S T ' S   O F F I C E

Presented to:  
Senate Budget and Fiscal Review Subcommittee No. 1  
On Education  
Hon. Anthony Portantino, Chair



## Background

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### **Adult Education Has Multiple Purposes**

- Primary purpose is to provide adults with the precollegiate knowledge and skills they need to participate in civic life and the workforce.
- Main instructional areas to achieve this purpose: basic (elementary and secondary) English and math, citizenship and English as a second language, vocational skills, and courses for adults with disabilities.
- Other purposes include providing enrichment classes for older adults and instruction in effective parenting techniques.



### **School Districts and California Community Colleges (CCC) Are Main Providers of Adult Education**

- Historically, both school districts and CCC have operated adult education programs.
- Other providers include county offices of education; libraries and community organizations teaching literacy; and various social service, workforce, and other state agencies serving targeted student populations.



### **Historically, State's Adult Education System Has Been Fragmented**

- District-run adult education funded through a state categorical program.
- CCC adult education funded through apportionments.
- School districts and community colleges often did not coordinate services with each other; used different student assessments; tracked different outcomes using different student identifiers, and had different funding, fee, and faculty qualification policies.



## State Restructured Adult Education System in 2013-14

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### **New System Intended to Coordinate Adult Education Within Regions**

- Created 71 regional adult education consortia of school districts and community colleges, in collaboration with other stakeholders.
- Provided funding to develop and implement regional adult education plans.
  - \$25 million in one-time planning grants (for use in 2013-14 and 2014-15).
  - \$500 million in ongoing annual program funding (Adult Education Block Grant) beginning in 2015-16.
- Eliminated adult education categorical program and folded funds into Local Control Funding Formula.
- Require the California Department of Education (CDE) and CCC to make recommendations on (1) aligning student assessments, (2) adopting a common student identifier, and (3) developing consistent fee policies across providers.
- Required CCC Academic Senate and Commission on Teacher Credentialing (CTC) to make recommendations on establishing teacher reciprocity policies between school districts and CCC.



### **Ongoing Planning and Reporting Requirements**

- Requires each consortium to develop and update a three-year regional adult education plan.
- Requires CDE and CCC to report annually on consortia's regional plans, types and levels of service, and funding allocations.



## Other Funding Continues to Support Adult Education

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### **State Apportionment Funding for CCC**

- We estimate that about 5 percent of all CCC apportionment funding is for adult education, totaling \$280 million in 2016-17.



### **Federal Funds**

- In 2015-16, the Workforce Innovation and Opportunity Act (WIOA) provided CDE with \$90 million in Adult Education and Literacy (Title II) funding.
- In 2015-16, the Carl D. Perkins Career and Technical Education Act provided California state agencies with \$121 million, half of which went to vocational education for adults.



### **School District Programs and CCC May Charge Fees**

- Estimated fee revenue previously in low tens of millions of dollars for school districts and about \$150 million for CCC. (Providers are not required to report adult education fee revenue to the state.)

## Background on WIOA

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### **WIOA Is Federal Legislation That Guides State Workforce Strategy**

- Provides guidelines and funding for employment and training services, adult education and literacy programs, vocational rehabilitation, and workforce services for certain vulnerable populations.
- WIOA funding to California totals \$630 million in 2016-17. Bulk of funding is awarded to the Employment Development Department (EDD) and then allocated to local workforce development agencies.
- CDE and CCC receive WIOA funds for training programs and adult education and literacy.



### **Requires Annual Reports Using Common Performance Measures**

- Measures include participant skills gains, learning outcomes, employment, and earnings.
- Applied to all WIOA-funded programs.
- CDE and CCC will use WIOA common measures to evaluate adult education consortia effectiveness beginning in 2017-18.



## LAO Assessment: Progress of Adult Education Restructuring

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- ☑ **Some Consortia More Effective Than Others in Redesigning and Coordinating Services**
  
- ☑ **2015-16 CDE and CCC Annual Report Fell Short of Meeting Statutory Requirements**
  - Reported funding allocations by providers, types and levels of services provided, and spending by instructional area.
  - Fell short in providing useful information on:
    - Program outcomes at the state or regional level.
    - The effectiveness of each consortium in meeting the educational needs of adults in its respective region.
    - Recommendations related to program delivery and improved alignment.
    - Unduplicated number of individuals served.
  
- ☑ **Key Policy Issues Still Unresolved**
  - CDE and CCC laid out options for aligning assessment, data, and fee policies, but did not make recommendations to Legislature.
  - CCC Academic Senate and CTC laid out options for establishing teacher reciprocity, but did not make recommendations.
  - To date, the Legislature has not taken action to align policies in these areas.
  - CDE and CCC report they will convene workgroups in late spring to try to build consensus on recommendations in these areas.



## LAO Assessment: Progress of Adult Education Restructuring

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*(Continued)*



### **Data Alignment Efforts Underway**

- CDE and CCC expect to implement a performance reporting system linking student data from school districts, CCC, and EDD by 2017-18.